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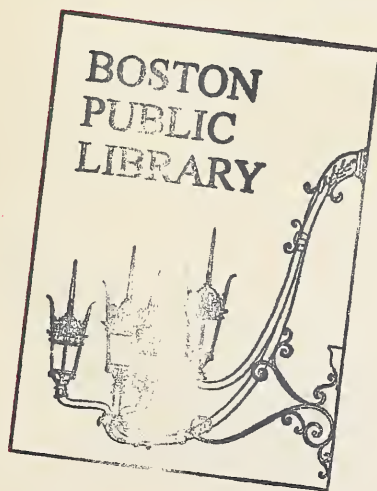
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1970

ANNUAL REPORT

DEPARTMENT OF COMMUNITY AFFAIRS

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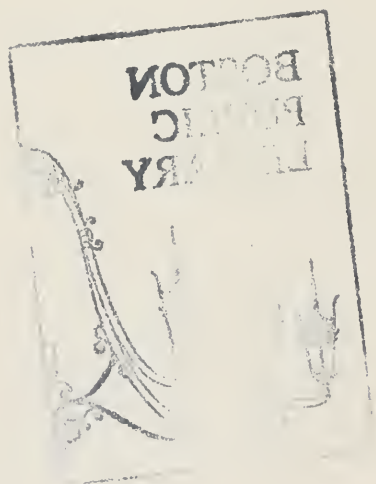


FRANCIS W. SARGENT
Governor

LEON CHARKOUDIAN
Commissioner

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PREFACE

This annual report covers the activities of the Department of Community Affairs during the calendar year of 1970.

The organizational make up of the Department comprises sixteen offices and bureaus, each administering one or more programs of assistance to municipalities or municipal agencies.

The activities of each office or bureau are described in the context of its statutorially established division.

Office of the Commissioner

Office of Program Development and Administration

The Office of Program Development and Administration is responsible for the program development and research functions of the Department , for the initiation and implementation of special projects, and for the provision of administrative services to the Department as a whole.

Program Development

Major Departmental program and policy development activity during 1970 focused on the areas of housing, systems methods of housing construction, community and environmental development, zoning, housing and building codes.

On October 6, 1970, Governor Sargent announced his proposal for an "Open Systems" approach to meeting the critical need for increased housing production in Massachusetts. His announcement came upon the completion of a six month intensive study of industrialized housing systems conducted by the Department. The Department's decision to implement this new industrialized housing approach was based on a finding that the traditional building industry is incapable of fulfilling the housing needs of our elderly and low income citizens. If legislation submitted by the Governor is enacted, the Department will aggregate a market of 3,000 to 5,000 units of low income housing and utilize the "Open Systems" method of industrialized construction to build them.

The "Open Systems" approach includes the development of a system of integrated building sub-systems created by a multiplicity of manufacturers and designed for rapid assembly. The concept is open to the use of any construction technique, material or design which most efficiently gives rise to time and cost savings while increasing the quality of public housing.

A tenant needs study provides input into the development of performance specifications for the building components ensuring that the housing units meet the needs of the user. The local housing authorities choose an architect who designs the housing units to meet the needs and preferences of the local community.

It is hoped that a building components industry, analogous to the electronic component industry, will locate in the vicinity of the first major aggregate market providing jobs as well as housing for the low and moderate income citizens in Massachusetts.

In December, five major reports were submitted along with legislative recommendations to the Governor and General Court. These reports were developed in response to mandates contained in the 1968 legislation creating the Department. They presented a series of recommendations aimed at increasing the capability of governmental institutions to respond to a range of housing and community development problems.

In order to resolve the current housing crisis the Department recommended:

The combined state and federal effort in the next five years produce as many units of low-income housing as has been produced since the initiation of the federal effort in 1937 and the state effort in 1948, with the Department of Community Affairs utilizing the open systems method of housing construction to enable the state to meet its share of the target.

The Legislature authorize the issuance of \$700,000,000 in general obligations state bonds to meet the housing needs of the elderly and low income families in cities and towns across the Commonwealth. (\$300,000,000 to convert existing housing authority notes to state bonds.)

All of the powers and responsibilities for building codes be consolidated into a single agency, and a mandatory state-wide building code be developed based on performance criteria and specifications to apply to all new construction in the Commonwealth.

A statewide housing and building maintenance code with uniformity in administration, interpretation and enforcement be enacted.

The reports repeatedly underscore the importance of developing popularly elected, general purpose regional governments as a necessary vehicle for dealing with problems which are area-wide in scope.

Complementary to the establishment of regional government is the strengthening of local governmental capacity to meet their current development responsibilities. Thus, the Department recommended:

The establishment of local departments of community development to effectively plan, execute and coordinate local programs in housing, redevelopment, and capital improvements.

State payment of a differential portion of the local share of all federally assisted capital improvement projects. The amount of the share to be determined by the degree to which a municipality has contributed to the provision of housing for low- and middle-income families, established local manpower development programs or participated in the Model Cities Program.

Creation by the state (in cooperation with localities and regions) of urban growth enhancement areas in which municipalities within a region agree to cooperate in area-wide development in return for the coordinated deployment of state resources.

As well as recommending the expansion of employment opportunities for low-income and minority group people in para-professional positions related to community development, the Department recommended that:

The traditional concept of equal opportunities be expanded to include the right of citizens to participate in decisions regarding the location, design and arrangement of their living environment through the utilization of tenant needs study, improved management policies and enforcement of open housing statutes.

In order to carry this out it was recommended that legislation be enacted to ensure tenant representation on all housing authority boards and to expand the purposes of zoning to include the provision of housing for low- and middle-income families in communities across the state.

Special Projects

Relocation Demonstration Study. During 1970 the Relocation Demonstration Study completed work on the text of the summary document and on the bibliography of relocation literature for submission to HUD for review early in 1971. This study is concerned with the development of a prototype state agency for relocation review and assistance, based on the experience of the Commonwealth's first-in-the-nation Bureau of Relocation. The summary document is directed towards the "movers and shakers of social legislation" in the various states of the country. The bibliography is a milestone in research on relocation in that it presents an annotation or commentary on approximately 300 books and articles on the subject culled from over 1500 documents on relocation reviewed by the staff of the Study. During 1970 work progressed on the development of model legislation and of model rules and regulations.

Census Data Demonstration Program. The Department of Community Affairs, during 1970, funded a study on alternative approaches for a coordinated delivery systems of federal census data. State, regional and local agencies were questioned regarding their intended use of the data from the 1970 U. S. Census, whether from summary tapes or from the printed publications. Alternatives were explored and roles for DCA, OPFC, and the regional planning agencies were suggested.

Census Address Coding Guide Improvement Program. In mid-1970 the Department began the Address Coding Guide Improvement Program for all ten SMSA's in the Commonwealth, (the so-called ACG-DIME Program). By the end of the year, eight were completed, passed quality control, and were shipped to the U. S. Bureau of the Census. The ninth area was virtually finished and will be shipped to Census by the end of January 1971. The tenth area, the Boston SMSA, was approximately two-thirds completed at the end of December. The project is expected to be completed by late spring 1971. For a detailed explanation of the Address Coding Guide Improvement Program and the activities of the project in Massachusetts, see Geographic Base Files for the Commonwealth of Massachusetts, Research Monograph Number 3, published by the Massachusetts Department of Community Affairs.

Administrative Services

The Administrative Services Office of the Department of Community Affairs reorganized its procedure of operation. Instead of assigning functional responsibilities for some phase of each project, sections were set up which could handle all phases of a particular program: one section is responsible for all HUD grants, one section for OEO, one section for maintenance accounts, and one section for HEW and EDA; and finally, one section for personnel. This has proven to be the most effective process to date.

A major breakthrough was initiated in Administration, when permission was received to have 03 personal service consultants listed on the same payroll as the 01 and 02 staff. In addition, withholding taxes will be deducted for the first time.

Another major task of the Administrative Services Office was the planning and implementation of the move of part of the Department to 141 Milk Street. The coordination required within the Department and with outside agencies was achieved with a minimum of disruption.

Division of Community Development

E. WILLIAM RICHARDSON
Deputy Commissioner

The Division of Community Development assists every community, so willing, in the formation, development and execution of programs related to housing and renewal. There is a surfeit of descriptive material defining the need for well constructed low-income housing and cogent, well-defined urban renewal programs. Progress of the Division towards satisfying these objectives can be measured by the narrative and statistics that follow:

Bureau of Housing Assistance

The Bureau of Housing Assistance assists local housing authorities during the development stages of their projects - from the initiation of requests for additional units through the general construction contract signing.

Elderly Housing (Chapter "667")

38 contracts for Financial Assistance were approved involving 2,235 units totaling \$39,021,000. 30 of the 38 units were in communities that had either no elderly housing or just one project.

Part I applications have been approved for 14 "First Project" communities adding some 920 units with an additional \$17,780,000.

Part I applications have been approved for 26 other projects in communities that have several projects, with additional 2,294 units at \$44,906,000.

There are 59 potential projects with Part I's pending with an average of 60 units per project, at an estimated cost of \$67,260,000.

Scattered Site Housing Program (Chapter "705")

The Scattered Site Housing Program is beset by all the problems that tend to retard the actual building of low-income family housing. The Program must be applied for and wanted by the community and appropriate sites located convenient to transportation and public facilities. The Bureau of Housing Assistance inspected 17 sites, approving 12 of them. Over 40 development meetings were held in various communities to explain the program and encourage communities to participate in it.

Bureau of Construction Services

The Bureau of Construction Services and the Bureau of Development work closely together in the early stages of proposed housing for the elderly and scattered site housing projects. In addition, plans and specifications are reviewed for federally-aided Turnkey projects. Both sections meet with architects and members of authorities to review site layouts, unit layouts, preliminary and final plans and specifications, set up bid dates and advise the architects and authority members regarding sub-bids as well as general bids that have been received. The final step before the actual building process begins is contract signing. The following projects were signed during 1970 and are under construction.

Lunenburg 667-1	48 units	Chicopee 667-6	96 units
Palmer 667-1	48 units	Braintree 667-1	75 units
Somerville 667-3	110 units	Fairhaven 667-2	52 units
Athol 667-2	50 units	Holbrook 667-1	64 units
Falmouth 667-3	60 units	Ipswich 667-3	58 units
Walpole 667-1	64 units	Bridgewater 667-2	56 units
Hull 667-1	40 units		

Total: Projects - 13 Units - 821

During the construction process Senior Construction Engineers are assigned to the Projects that are in their area to work with the Clerk of Works and Architects, check on percentage of work completed for the month, check construction as to conformity to Plans and Specifications, attend field meetings with sub-contractors, general contractors and representatives of the architect's office and keep the bureau abreast of any problems and/or disputes that might exist between all interested parties.

In addition to the projects listed above the Senior Construction Engineers are assigned to the following:

Winthrop 667-2	Watertown 667-2
Swampscott 667-2	Sterling 667-1
Chelsea 667-2	Orange 667-1
Revere 667-4	Belmont 667-1
Haverhill 667-3	Arlington 667-3
Gloucester 667-3	Burlington 667-1
Andover 667-2	Melrose 667-1
Amesbury 667-3	Reading 667-2
Essex 667-1	Wakefield 667-2
Peabody 667-5	Pembroke 667-1
Bellingham 667-1	Randolph 667-2
Northboro 667-1	Abington 667-1
Upton 667-1	Stoughton 667-2
Sutton 667-1	Weymouth 667-2
Wilbraham 667-1	Fall River 667-1
Everett 667-3	Barnstable 667-1

The Mechanical Engineers are not assigned to any specific projects but perform their inspections as requested by the Senior Construction Engineers regarding mechanical items which are installed. Their duty is to inspect the mechanical items with the specifications to make sure that they are as specified or have been approved as an equal to what is specified.

The one planner works very closely with the Management Bureau and the Construction Bureau on matters of interior and exterior painting and minor repairs on the veterans and elderly projects.

All the engineers besides performing the duties described above, also supervise the repair and upkeep of the veterans (Chapter 200) projects which consist of approximately 15,000 units.

Rental Assistance Program (Chapter 707)

The Rental Assistance Program has shown considerable growth since its inception in December 1966. During the calendar year 1969 ten communities utilized the program with a total amount paid to them of \$103,574.19. In 1970 21 communities expended \$371,846.30.

The current popularity of the program has created a crisis. The total amount of money committed to housing authorities for the program is \$731,835.62. This amount does not include the next quarter to be paid for, April, May and June of 1971, the end of the fiscal year. Appropriate remedial legislation has been submitted. Attached is a list of cities utilizing the program.

Bureau of Relocation

The Bureau of Relocation is responsible for protecting the rights and safeguards of families, individuals and businesses displaced by public action. In order to accomplish this the Bureau must qualify a relocation agency and approve a relocation plan before acquisition may take place. After a relocation program goes into execution, the Bureau monitors relocation assistance provided by the approved agencies; if assistance is determined by the Bureau to be inadequate, the Bureau may suspend qualification of the agency and/or suspend plan approval; in which case no further displacement may occur.

During 1970 the Bureau was responsible for 57 on-going relocation programs. During the year trips were made to local offices to inspect actual services provided by 22 programs, however, during this year the Bureau has concentrated its services on 3 particularly troublesome areas: One city development program, one highway program, and one major city with 8 active federal urban renewal projects. The Bureau conducted an average of 8 days of monitoring for each one of these projects, and in one case, a Relocation Specialist from the Bureau was assigned to a local office to supervise relocation assistance half days for four months due to continuing critical difficulties in that office.

During 1970 there were 13 relocation plans approved and an equal number of agencies qualified. Technical assistance was extended in preparation of the majority of programs, including trips to the local community to talk with the relocation staffs and other community agencies as required.

During 1970 13 additional relocation plans were reviewed but were not approved as of December 31, 1970. In all cases corrections and/or additions were required and either not yet completed, or in the case of two programs the projects were indefinitely postponed by the community.

The Bureau drafted nine articles of legislation which were submitted to the General Court in November 1970 including amendments providing for up to \$5,000 for replacement housing costs to displaced owner-occupants, payments up to \$5,000 for increased mortgage costs to displaced owner-occupants, increased moving costs payments, eligibility of property loss payments, and requiring that replacement housing be constructed as necessary.

The Bureau during the year suspended its qualification of one relocation agency and suspended its approval of two relocation plans; one of the relocation plans was subsequently resubmitted and approved by the Bureau.

The Bureau was able to expand its professional staff from two to four by temporary federal grants for technical assistance; a budget request was submitted for two permanent positions - Assistant Director and Relocation Assistant.

Bureau of Accounting and Management Services

The Bureau of Accounting and Management Services administers all aspects of the financing of state-aided housing projects, supervises the accounting procedures of all housing authorities and oversees the management of state-aided housing programs. The Bureau is divided into two sections - Financial Assistance and Management.

Financial Assistance

During the calendar year 1970 the interest rates for the short term notes of the various local housing authorities in an aggregate amount of \$244,908,000 were as follows:

March	1970	4.55%	\$62,297,000
June		4.63	53,186,000
September		6.68	58,171,000
December		6.00	71,254,000

Because of the increase in interest rates special legislation increased the subsidy payments from 4 per cent to 6 per cent for the last half of 1970.

The total amount of subsidies paid in 1970 were:

Chapter 200 Veterans Housing	\$5,940,221
Chapter 667 Elderly Housing	\$6,015,705

The Department received an increase in the total amount of notes guaranteed by the Commonwealth for elderly housing of \$50,000,000. In order to expedite the production of elderly housing a special financing was completed in October of 1970 in the amount of \$33,006,000. This allowed for 34 new projects in the Commonwealth.

A total of 18 projects were closed from development into management during the year.

Management

The Management Section assisted 15 housing authorities in converting elderly housing projects from the development phase into management status. Working with the local housing authorities, it helped in the formation and organization of local tenant councils.

Initial directives were devised and promulgated for the operation of the new elderly subsidy maximizing elderly rents in the state-aided projects at 25 per cent of total income.

The Bureau in cooperation with the Quincy Housing Authority sponsored a Maintenance Inspection and Training Program for public housing maintenance personnel from October 27, 1969 to January 31, 1970. 180 maintenance personnel at some 25 housing authorities throughout the Commonwealth were involved. These participating authorities were representative in size and location. This training program had as its primary goal improving the skill-level of individuals presently employed on maintenance staffs in Massachusetts public housing. The following municipalities were involved: Lowell, Northampton, Haverhill, Chelsea, Revere, Methuen, Worcester, Chicopee, Holyoke, North Attleboro, Weymouth, Framingham, Pittsfield, Beverly, Everett, Lawrence, Medford, Cambridge, Fall River, Quincy, Brockton, Springfield, Somerville, Waltham, New Bedford, Leominster and Lynn.

Bureau of Urban Renewal

State-Aided Projects

During 1970 many state-aided projects which were in the planning phase were approved at the local and state level to enter into execution. Among these projects was the first residential project under the state-aided program, the Linden Highlands Urban Renewal Project in the City of Malden. Other pro-

jects that entered in the execution stages were located in the towns of Stoughton and Wilmington and in the cities of Methuen, Northampton and Peabody. The major reuse of these projects was industrial.

There were also major revisions in two state-aided projects. The New Bedford Wholesale Distribution Center urban renewal project is transferring its reuse from commercial to residential. It is hoped that the site will prove suitable for "705" housing. The Watertown Arsenal urban renewal project is changing its reuse from an industrial project to a residential-commercial one. It is attempting to combine with the neighboring Goodrich Plant site to produce a larger development area.

Planning advances approved during 1970 are the Central Business District Projects in Holyoke and Framingham and the Industrial Park Urban Renewal Project in the town of Palmer.

Federal Urban Renewal Projects

1970 has been a slow year for Federal Title I projects because of the shortage of Federal funds. The Department has attempted this year to help the local public agencies close out their older projects.

The emphasis in urban renewal is shifting from industrial and commercial projects to low income housing.

Cities Utilizing the 707 Rental Assistance Program

No. of Units Under Lease

Amherst	50
Arlington	21
Barnstable	16
Boston	33
Brookline	24
Cambridge	30
Chelsea	26
Hudson	2
Ipswich	44
Lexington	4
Marlboro	2
Malden	12
Milford	114
North Adams	5
Plymouth	4
Quincy	93
Revere	101
Salem	33
Somerville	76
Waltham	62
Wellesley	1
Westfield	27
West Springfield	8
Weymouth	<u>96</u>
Total	884

Division of Community Services

MacDONALD BARR
Deputy Commissioner

The calendar year saw the consolidation of the Division into seven operating programs, with the appointment of a highly qualified manager to direct the services that each program provides to the cities, towns and regions of the Commonwealth. The continued State funding for community services, plus major Federal grants for annual programs of local planning assistance, training and State plans for housing, allowed the Division to extend its financial grants to 30 cities and towns, to continue its grants to the 12 regional planning agencies, and to add 13 professionals to the staffs that provide technical assistance to local, regional, and State agencies.

The Division has taken full advantage of new program management techniques being developed during this same period both by the U. S. Department of Housing and Urban Development, under its annual grant programs, and by the Commonwealth, under its Management Systems Unit that is preparing for the general modernization of State administration to take effect during the spring of 1971. The measurements of budget and of output for each of the seven programs have been designed to provide the basic building blocks for both the State and the supported programs.

Two qualified program managers with experience in local affairs were recruited from other Massachusetts agencies, and four were promoted from the technical staff of the Division. Together with the management staff that joined the Department when it was created in 1968, they provide the leadership required for a continuing increase in technical and financial assistance to the cities, towns and regions of the Commonwealth. A subsequent organizational change in August 1970 has given the Division one additional program, under the Office of Community Housing Assistance, at the same time that the Relocation program was shifted to the Division of Community Development.

Office of the Deputy Commissioner

Community Contacts

Community contacts were made with municipal officials throughout the year in addition to special meetings arranged with the Mayor's Association, Selectman's Association, League of Cities and Towns and the Conference of Massachusetts Planning Directors. Programs of the Department were explained to local officials, pointing out the total scope of assistance available for community development programs.

Resource Material

The information clearinghouse has been expanded by the acquisition of new periodicals, specific studies and all pertinent material on community development and urban affairs management. Specific resource materials have been catalogued for staff and public use. Notices of new publications were distributed to the communities.

Office of Municipal Affairs

Statewide Community Analysis of Needs

During the preceding six months the Office of Municipal Affairs, with staff assistance from the Bureau of Planning Programs, conducted Project SCAN in cooperation with 21 municipalities throughout the Commonwealth. These communities were selected on the basis of population, growth rate and condition of housing stock as a representative cross-section of cities and towns throughout the State. The analysis concentrated on functional, rather than administrative needs, in order to avoid problems related to overlapping responsibilities between municipal agencies. A comprehensive report is being prepared by the Office of Municipal Affairs, to be followed by a more in-depth analysis in five selected communities with the greatest need for assistance. The survey results indicate clearly that local needs have far outstripped the ability of the municipality to provide for them, and that Federal categorical grants are not assisting municipalities in their community development efforts to the degree which was intended.

Local Problems Service

Municipal Management: The Office has devoted the greatest portion of its time to providing direct and immediate assistance to improving the management capability of local public service personnel either through short-term assistance projects or continuing staff efforts, in cooperation with local boards, commissions and departments. A member of the staff has been working closely with the Mayor of Fitchburg on the establishment of an elementary Planning, Programming, Budgeting (PPB) approach. This effort will serve as a prototype for similar developments in other municipalities.

Capital Improvement Programming: Staff from the Office of Municipal Affairs has served the towns of Northboro and Northfield in organizing capital budgeting committees and providing them with information regarding the process. The staff of the Office and the local committees employ as their text Guidelines for Capital Programming and Capital Budgeting for Cities and Towns which was produced under the previous Title IX grant and distributed during the current work program. Over 225 cities and towns have requested this manual and are using it as a guide in the preparation of carefully planned capital budgets.

Municipal Labor Relations: The Office of Municipal Affairs has developed a mechanism whereby local officials who require advice and assistance in the complex, technical area of collective bargaining can take advantage of the expertise of legal staff in the state Department of Administration and Finance. Requests for information and assistance are channeled through this Office and meetings are convened to provide local public service personnel with an opportunity to discuss issues related to the bargaining process.

Educational and Technical Material

Synopses of pending legislation affecting municipalities and the important hearings dates have been sent to local officials in the form of 15 issues of a "Legislative Alert". Advisory bulletins and new program summaries were also distributed periodically.

Local Community Needs Survey

A significant improvement in the ability of the Department of Community Affairs to recognize and respond to the needs of individual municipalities has been the result of the problem identification and evaluation effort employed in the Local Community Needs Survey. Such surveys have been conducted in 20 municipalities in the first three-quarters of the current program year, responding primarily to requests from planning boards, but also from selectmen. By developing a rudimentary information system for channeling state manpower and resources to solve local problems, the Local Community Needs Survey has brought services more quickly to the constituents of the Department and greatly increased the effectiveness of our assistance programs. Commitments of technical assistance have been made to three of these communities by the Department of Community Affairs for four of these communities. This effort has also contributed to both the development and redirection of state programs for community development.

Coordination and Referral

Throughout the current year the Department has begun to fulfill its role as the agency of state government through which local requests for assistance are channeled and referred. Through the A-95 review process the Department has the opportunity to provide information to other state agencies regarding community development in those municipalities for which data has already been collected.

Substantial progress has been made by the Department in encouraging and assisting local communities to cooperate in seeking mutual solutions to common problems. Through informational bulletins municipalities are informed of examples of inter-municipal cooperation throughout the State. An untold number of contacts have been made with other State agencies in search of state resources for particular local problems.

Municipal Organization

Technical assistance to charter commissions and town government study committees has increased substantially during the preceding six months. Staff from the Office of Municipal Affairs have attended meetings, spoken at public forums, prepared in-depth analyses of charter provisions and have made themselves generally available as a resource to these local groups. For example, the towns of Hudson and Acushnet, having chosen to proceed without incurring the cost of a professional consultant, made extensive use of the services of this Office to assist in the actual design and development of the Charter document.

Municipal Manpower Exchange

The Office of Municipal Affairs has begun to identify personnel resources within local government whose time would be available to provide short-term technical assistance to other cities and towns which presently do not possess the staff capability to undertake specific functions. We have been encouraged in our efforts by the support received from both government experts and associations of municipal officials who regard this as a means of equalizing the uneven distribution of technical and administrative expertise in local government.

Technical Assistance and Informational Material

During the year the Office of Municipal Affairs supervised the production of three manuals and/or handbooks.

1. Capital Programming and Capital Budgeting in Cities and Towns.
This document is being used as the basic operating manual in cities and towns throughout the Commonwealth. It has been highly commended by local officials and was used as the text in a training program for local officials on the capital budgeting process.
2. "Model Town Charter/ Model City Charter"
These two sample charters have been prepared for use of charter commissions and town government study committees. They represent the format and alternative provisions of new home rule charters and will serve as a focal point for discussion of new institutional forms of municipal government.
3. Fiscal Profile Methodology
As a convenient guide and check list for local administrators the Office of Municipal Affairs has developed a methodology which outlines the demographic and financial statistics as well as emerging patterns

of growth and for obsolescence. By completing the forms themselves, the assistance of this Office if requested, local officials obtain a clear picture of both trends and current status that will emerge as the basis for planning projections.

Special Assistance for Critical Fiscal Problems

In response to the general fiscal crisis in municipal government the Office of Municipal Affairs has acquired specialized staff personnel to work closely with municipal governments in identifying alternative sources of revenue for community development. The Municipal Program Development Officer, with considerable knowledge and understanding of the Federal Grants-in-Aid process, has assisted in the preparation of an index of State and Federal programs which indicate potential supplemental funds.

Bureau of Planning Programs

Local Planning Assistance Grants

The latest annual federal grant to DCA, in April 1970, provided grants for 11 comprehensive planning programs, plus grants of \$1,000 or thereabouts for basic steps toward comprehensive planning in 12 additional municipalities. Also being completed during this program year are 19 two-year comprehensive planning programs financed by the annual grant in July 1969, and 22 programs that were delayed and held over from earlier project grants. All but 3 of the latter were completed by the administrative deadline of July 31, 1970, and extensions of those 3 were approved by HUD.

Special efforts have been made in administration of the 9 new comprehensive planning projects to assure that the result is a local planning process of maximum utility in the development of the city or town. Administrative procedures have been refined and are embodied in a staff handbook.

Zoning and Subdivision

Through its Bureau of Planning Programs, the DCA reviewed all new zoning and subdivision bylaws or ordinances for communities in the state, including bylaws or ordinances prepared under the 701 program. Staff experts in this field have met with elected officials from approximately 80 communities in the state since April 1, 1970. This does not include all the developers and private individuals who visit our office, nor the many phone calls the Bureau receives daily.

Orientation to Planning Conference

This conference was held at the Northampton High School in May 1970, and again at the Newton South High School in June 1970, to instruct planning board members of their roles in comprehensive planning, zoning and subdivision. Publications and manuals on the above subjects were distributed to planning board members to be used in conjunction with the program and also for their personal use in performing their role as members of a planning board. Eighty persons were in attendance at this meeting. Due to the success of these programs, the Bureau is presently formulating a program to have a continuing schedule of such training programs at various locations in the Commonwealth.

Planning Memo

Twelve Planning and six Appeals Memos have been prepared by the Bureau. These memos set forth the procedures and determination that planning boards and Boards of Appeals should make in resolving issues involving zoning and subdivision.

The demand for these memos by planning boards and Boards of Appeals has been very impressive.

Federal

Comprehensive Planning Assistance Grants Projects
Active During the 1969 - 1970 Fiscal Year

Project Number	City/Town	Total Project Cost
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Projects in the 1970 annual grant program:		\$
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146A	Ashland	10,800
	Clinton	17,200
	Hampden II	8,400
	Mansfield	12,000
	Natick III	18,750
	North Adams	21,000
	Northampton	18,750
	North Andover	17,000
	Northborough	12,750
	Shrewsbury	18,000
	Sturbridge	9,900

Projects in the 1969 annual grant program:

146	Amesbury	35,000
	Bedford	30,000
	Bolton	11,000
	Charlton	23,200
	Dighton	18,000
	Easthampton	18,000
	Easton II	36,800
	Hampden I	10,010
	Kingston	20,000
	Lakeville	22,800
	Leicester	16,200
	Mashpee	18,000
	Middleboro	38,000
	Natick II	19,000
	Palmer	34,400
	Paxton II	16,800
	Pepperell	24,000
	Princeton	7,500
	Walepole	28,800

Federal

Project Number	City/Town	Total Project Cost
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Projects Continued from grants in 1968 or earlier:

110	Adams II	22,688
84	Amherst	29,228
123	Beverly	45,264
106	Chelsea	10,610
113	Eastham	12,497
98	Easton I	35,610
109	Essex	33,182
	Fitchburg	
	Harvard	36,984
	Haverhill	90,224
87	Manchester II	62,650
88	Marblehead	40,968
92	Nantucket	
116	Natick	15,008
91	Newbury	
	Paxton	
	Peabody	
	Revere	58,000
77	Rowley	28,220
104	Saugus	70,820
94	Seekonk II	10,610
86	Stoughton	89,001
112	Townsend	59,583
120	Truro	23,400
80	Wakefield	
	Westford	11,780
	Westford	33,488
	Wilmington	179,514

Manuals and Other Publications

Housing Appeals Committee Manual - to assist developers of low- and moderate-income housing in appealing to the Department's Housing Appeals Board in conjunction with Chapter 774 enacted in 1969. Many communities were confused and actually fearful of this type of legislation. The staff from the Bureau of Planning Programs met with community-elected officials to explain the legislation. This assistance was performed under P-100 and continued under P-146A. About 12 communities have been contacted since April 1, 1970.

Massachusetts 701 Administrative Manual - outlining the procedures for involvement in the Comprehensive Planning Assistance Program for supervisors, consultants, and community officials. This manual is approximately 50 per cent complete.

Special Study of Apartment Zoning - undertaken because of the increase in apartment house construction in Massachusetts, to evaluate the trends in apartment zoning in order to develop guidelines for communities.

Mobile Home Study

A survey was made to determine the type of mobile home bylaws that prevail throughout the state and the type of people who use mobile homes. A technical report based on this data and other information collected from all possible sources is approximately 90 per cent complete.

The staff supervisor who has performed work on the survey has developed expertise in the field, and the Bureau is now in the position to offer technical assistance to communities of the state relative to mobile homes. To date 30 requests have been received for assistance on local mobile home regulations, from local governments, private citizens and planning consultants. The staff has responded either by letters or by arranging special meetings where appropriate.

Zoning and Subdivision Enabling Legislation Recodification Study

This study has been underway for three years, with a special study commission to develop new enabling legislation for the state. A draft of proposed legislation has been prepared with the anticipation of filing new legislation early in 1971. The preparing of the draft commenced in April 1970.

Base Map Preparation

Base maps have been prepared for the following communities:

*Orange	Carlisle	(Subregions)
Russell	Bernardston	
Cummington		

*Additional maps showing topography prepared.

Maps of senatorial districts, Councillor districts, and others for town monographs and fact books were prepared and maintained, and have been especially useful to other State agencies.

Reconnaissance and Initial Housing Survey

Reconnaissance surveys are completed or are presently in progress in twelve new communities listed below. The Bureau is updating these surveys for twelve of the communities that were not funded in the last Annual Grant. Reconnaissance surveys have been initiated in other communities but they have since declined to answer the questionnaires or have expressed in writing that they are uninterested in applying.

Tewksbury	Scituate	Stoneham
Tyngsboro	Norwell	Marlboro
Hopkinton	Lanesboro	Billerica
Westfield	Hardwick	Wrentham

Follow-up Meetings

Follow-up meetings have proved to be very effective in assisting communities in continuing planning and in renewing their implementation efforts.

This activity was initiated under a previous "701" grant, project Mass. P-100, and continued under the P-146A Grant. The following communities have been involved in this activity since April 1, 1970:

Milford	Wilbraham	Burlington
Acushnet	West Boylston	Orleans
Fairhaven	Athol	Eastham
Halifax	Ayer	

Office of Regional Affairs

The office of Regional Affairs has a basic role in the A95 review system, involving coordination with and cooperation between various agencies of the Department of Community Affairs, Office of Planning and Program Coordination, and the Department of Public Works in analyzing and reviewing A95 project proposals. Projects of regional and sub-regional interest have special relevance for the office and receive particular attention. Procedures to improve the routine handling of individual reviews have been worked out with other Bureaus and Agencies.

The Office of Regional Affairs has participated in the drafting of three legislative proposals designed to provide broader representation of special population groups in the activities of regional planning commissions. DCA has submitted such a bill for 1971.

The Office has also assisted in drafting sections of proposals relating to regional and sub-regional government and administration, and will be involved on a continuing basis with developing related proposals in conjunction with Office of Planning and Program Coordination, as part of its on-going regionalization activities noted elsewhere.

Significant progress was made in the development of the "Operation Breakthrough" Housing Program. Building on prior HUD guidelines in Washington, and information developed from office inquiries to other States, DCA wrote and distributed the "Industrialized Housing Strategy for Massachusetts", appended to Chapter II, to serve as the Breakthrough Operations Plan. Following further discussion with the Regional Directors and others, a supplementary document outlining and assigning roles was developed and later incorporated the strategy.

There has been a continuing exchange between the Office of Regional Affairs and the Regional Planning Agencies. The Office of Regional Affairs acted as a clearinghouse for information regarding regional planning and in this capacity, advised the regional planning agencies through regular meetings and correspondence.

Often, special projects are developed jointly between the Office of Regional Affairs and the regional planning agencies. The Office of Regional Affairs has been assisting in the coordination of efforts between the five western regional planning agencies (Berkshire County, Franklin County, Lower Pioneer Valley, Montachusett and Central Massachusetts) and the University of Massachusetts involving the creation of a computer center for 1970 census tape information. It is anticipated that a regional computer center will be in operation within the next several months. As a result of these efforts, a possible state-wide or New England-wide approach to a computer center on census data and other information pertinent to regional planning is being drafted.

The Office of Regional Affairs has taken a continuing interest in the progress of the metropolitan regional planning agencies, practically all of them in Massachusetts having been organized with the aid of planning grants through the State "701" program. The following "701" grant projects have been completed since April 1, 1970: Old Colony Planning Council (P-145), Northern Middlesex Area Commission (P-138), Lower Pioneer Valley Planning Commission (P-89), Southeastern Regional Planning & Economic Development Commission (P-119), Southeastern Regional Planning & Economic Development Commission (P-144), and Central Massachusetts Regional Planning Commission (P90 and P-111).

The staff of the Office of Regional Affairs has visited the various regional planning agencies from time to time. In the case of the Merrimack Regional Valley Planning Commission's Project No. P-67, a detailed review of the work program and production combined with several meetings with the commission's staff led to completion of certain necessary additions to the overall program and its resubmission to HUD for approval.

The staff of the office of Regional Affairs has not only helped in the completion of the agencies' "701" regional planning programs, but also is offering technical assistance in the preparation of overall program designs, annual work programs, grant applications, and state legislation. The chief aim is to establish a viable regional planning program for each of the new metropolitan regional planning agencies.

Among the three non-metropolitan regional planning agencies for whose projects DCA has contractual responsibility, the staff has devoted particular attention to the Cape Cod Regional Planning and Economic Development Commission. Prior to August of 1970, the agency had undergone several changes in planning leadership, and had generally not been able to achieve an effective regional planning program, and found its very existence was in question. A new executive Director with strong ties to the Cape Cod community was employed by the Commission to attempt to salvage the regional planning program. With the help of the Office of Regional Affairs staff the new Director and his new senior planner revised the entire Cape Cod "701" program and submitted it to HUD.

The overall program design for the next three years was devised with close cooperation between the office's and the Cape Cod staff. One entire section of the overall program design was written by the office staff. Technical advice concerning HUD certification for water and sewer, open space recreation and land use planning was given the regional planning staff. Problems of individual communities on Cape Cod which had a bearing on regional issues were also analyzed by the office staff and suggestions for their resolution made to the Cape Cod staff.

The office is not only working actively to design a vital regional planning program for Cape Cod, but is also trying to develop the capabilities of the regional staff. With recent completion of Cape Cod's new overall program design, it is hoped that the area's regional planning activities will progress much more rapidly than in the past.

The Dukes County Regional Planning & Economic Development Commission has only recently become an active agency. Under the leadership of its volunteer planning director, an interested county commission, and an excellent planning consultant, the commission has been able to kindle county-wide interest in regional planning over the past two years. The Office of Regional Affairs' staff attends all monthly county commission meetings and a special hearings, and has noted an increased interest on the part of the inhabitants of Dukes County in regional planning. Work under the current annual grant contract is on schedule, and a constructive attitude prevails.

Beyond such specific technical advice as assistance in the preparation of overall program designs and annual work programs, the staff of this office has also concentrated on helping to build staff capability for Dukes County Regional Planning. A paid, full-time planning Director is needed for the commission. Active efforts have been undertaken by the Office of Regional Affairs to recruit such a director and to establish a salary for him.

The Franklin County Planning Department also receives funds directly administered by the State, as a non-metropolitan regional planning agency. Here a full-time professional planner serves as the Director with the help of good consulting services. Work on the current annual grant contract is on schedule and, though underfunded, has made much progress towards developing a good comprehensive planning program for the Franklin County region.

Through its coordination of regional plans, the Office of Regional Affairs keeps in continual contact with all the regional planning agencies, attending commission meetings and making the staff of DCA available for any needed consultation on regional planning problems.

Office of Model Cities Programs

The Office of Model Cities Programs was formally created within DCA on July 1, 1970.

Assessment of the state Model Cities Task Force work thus far indicates a need to redefine its role and investigate alternative proposals for development of state policy. Questionnaires were sent to the members of the Task Force and returns have been received from about one-half of them. Detailed investigation of programs of individual agencies has begun in those departments which have special Model Cities staff funded by this program.

Preliminary meetings were held with the staff of the State Office of Planning and Program Coordination to investigate what resources are available to determine state programs and funding. At present, this office has been holding detailed discussions with OPPO staff as to their 1971 work program for Model Cities activities.

The Office of Model Cities programs met with representatives of the U.S. Department of Health, Education and Welfare Boston Regional Office in order to ascertain the exact role of state agencies in the earmarking of federal HEW funds for Model Cities. This Office was concerned because funds for which Model Cities agencies were applying are channeled through state departments in some cases. The office emphasized the crucial importance of involvement of these departments before final decisions were made. HEW officials assured this office that when announcements of earmarking are made and cities are told to prepare final applications, state agencies will be involved in the process.

Interagency Coordination

As DCA became involved in work with other state departments and agencies, it became evident that agencies willing to work with the Department often had large staff overloads. Therefore, as an experiment it was proposed that funds be used to hire staff coordinators in other state departments.

Several meetings were held with representatives of the Department of Mental Health and the Governor's Committee on Law Enforcement. Both agencies expressed interest in having a staff member who was assigned as Model Cities Coordinator. A letter of agreement was executed with the Department of Mental Health and a Mental Health Coordinator was hired. Negotiations are now under way with the Governor's Committee on Law Enforcement.

An Education Coordinator began work in August. Meetings were held with the Superintendent of Schools of each Model Cities area to formally introduce the new staff member. To date, his activities include: meetings with program managers of the Department of Education, developing Title III applications from Model Cities, meeting with Model Cities program staff, project development with the University of Massachusetts School of Education.

A Model Cities Coordinator in the Department of Public Health began work on November 4th.

The State Task Force met during the last six months with staff of a number of the state's Model Cities. As a result of these meetings, many state departments are better informed about the Model Cities Program and a number of cities have received grants from various state departments.

Technical Assistance

With the addition of 3 liaison officers, technical assistance and meetings with state and local officials increased significantly, as staff time was more effectively utilized.

Special assistance was provided to New Bedford Model Cities as they responded to problems caused by the summer disturbances. This office supported the proposal to expand the Model Neighborhood Area to include the West End. While new funds must be sought to support this expansion, this office believes that the unanimous action of the Mayor, City Council, and Model Neighborhood Board in the crisis situation must be supported.

Members of the Governor's staff for Youth Coordination were introduced to staff and residents in three Model Cities programs. This project was intended to help state staff in developing programs and to encourage their work with Model Cities Agencies.

Intensive assistance was focused on Lynn in late spring where problems of lack of staff and dissension within the city threatened to stop the Model Cities program.

Lowell Model Cities was informed about the availability of a technical assistance contract with the National Council on Aging. The Office of Model Cities helped prepare the application and in August, Lowell Model Cities was awarded the first contract of this kind in the nation. This technical assistance contract has been instrumental in the reactivation of the Lowell Council of Elderly.

Office of Code Development

The Office of Code Development was created during the 1969-1970 fiscal year and immediately assumed the mandated responsibility for the development of state-wide Model Housing and Building Codes. On March 1, 1970 the Office received a portion of the HUD Comprehensive Planning Assistance Program grant for statewide planning which enabled it to initiate its work programs, but was not sufficient for the actual production of the Model Codes. It is hoped that the report on strategies for statewide codes submitted to the General Court on December 4, 1970, will make clear the urgency for producing these codes and thereby lead to additional funding.

At present, although research has confirmed that Massachusetts codes are comparable to those of other states if not superior in some areas (e.g. uniform Plumbing, Electrical, Gas and Sanitary Codes), they do not include a Housing Code as such or a uniform building code. Several agencies involved with the enforcement of codes pertaining to residential structures are using the sanitary code as a housing code, which, although it has merit, is not sufficient to maintain housing at a proper level to control deterioration and preserve the existing housing stock. Although the State does have a building code, under the jurisdiction of the Department of Public Safety, Board of Standards it does not cover one and two-family dwelling units, and depends upon local governments for enforcement. As a result, there are currently in force throughout the Commonwealth approximately 278 building codes which tend to be restrictive in that they are geared toward new construction, limit the use of new materials, and are based on specifications rather than performance. To complicate matters further, in addition to the various local enforcing there are approximately 15 state agencies involved with the formulation and promulgation of codes, each one with its own administrative procedures. This multiple agency involvement, the restrictions and non-uniformity of interpretation and application have proven a hindrance to the development of new housing and the maintenance of existing housing.

The development of the model housing and building codes will ultimately affect all 351 cities and towns in the Commonwealth, since the Department is anticipating that these codes, their administrative procedures and training programs would take effect throughout the Commonwealth. Such codes would then lead to standard enforcement practices among all of the local agencies referred to earlier and would also, indirectly, benefit manufacturers of building materials and labor.

A good portion of the work undertaken in the development of these codes contributes to the "Operation Breakthrough" Program of the Office of Regional Affairs; therefore, the program activities and objectives have been closely coordinated with that program.

In addition, this Office under Title VIII funding administered four training programs in the field of code enforcement - two one-week courses for Administrators and two courses for Inspectors the latter for nine days and for twelve days, respectively, spread over 3 and 4 week periods. Both groups were drawn from the various local enforcing agencies mentioned earlier. The evaluations completed by the participants clearly confirms the need for uniformity in these areas, the need to coordinate activities of these agencies, the need for training in specific areas, and the need to involve a selected number of field personnel in the drafting of model codes.

As an interim assistance measure, the Office, with some consultant assistance has produced a Housing Code Administrators' Handbook, copies of which will be distributed to the local enforcing agencies for their use. Future plans call for the development of comprehensive manuals for each specific program which could be utilized on a daily basis by both existing and new personnel, as this is the greater need.

Office of Training

The Office of Training continued to offer programs for municipal officials, subprofessional personnel and members of private non-profit community development and housing organizations, to meet the growing need for the effective delivery of services to the community by municipal agencies and officials. These courses which had been given in the preceding year were updated and revised.

The training programs were divided into three functional areas:

Administrative Management - Programs for local officials such as mayor, selectmen, auditors and members of city and town departments, consisted of short-term seminars which dealt with current topics relevant to municipal management.

Program areas included applied data processing, program budgeting, local government seminars and capital improvement programming.

Housing - Short-term seminar programs in housing management were conducted for managers of both public and private, non-profit agencies, covering the areas of property management, supervisory techniques, tenant relations and tenant participation, housing maintenance and inspection, and relocation procedures.

Subprofessional - The Office of Training awarded training grants to model cities agencies, community action agencies and private, non-profit housing groups to train new, entry-level employees in the areas of community organization, agency referral systems, community relations and problem solving techniques.

Programs in Administrative Management for Cities and Towns

Orientation in Automatic Data Processing
 Advanced Training in Automatic Data Processing
 Training in Capital Improvement Programming
 Planning Programming Budgeting Systems I
 Planning Programming Budgeting Systems II
 Local Government Seminars
 Municipal Summer Intern

Programs in Housing

Housing Management Training
 Training for Relocation Personnel
 Training Program in Code Enforcement

Subprofessional Programs

Model Cities Agencies: Lowell Model Cities
 New Bedford Model Cities

Community Action
Agencies: Action, Inc. Gloucester
 Berkshire Community Action Council, Inc., Pittsfield
 Eastern Middlesex Opportunity Council, Inc. Somerville-
 Malden
 Onboard, Inc., New Bedford
 Worcester Community Action Council, Inc.

Others: Association for Better Housing, Inc.
 Spanish Education Program
 Training Program for Paraprofessionals in Planning

Division of Social and Economic Opportunity

V. JAMES POPEO
Deputy Commissioner

Office of Community Housing Assistance

This Office was created in August 1970, in response to the urgent needs of non-profit and limited dividend sponsors of housing developments for technical assistance and information from the State government. The Office has offered these community-based organizations a combination of informational bulletins, a communications center of "clearinghouse", a technical staff available for on-site working meetings, and the development of a general State strategy for community sponsored housing. Major grant support for these activities has been received from the Federal "701" Comprehensive Planning Assistance Grant program.

The Office has circulated lists of non-profit housing groups, synopses of housing legislation passed in 1970 and synopses of pending housing legislation to the entire mailing list of non-profit and limited dividend organizations that it has developed for the State. Conferences have been held with 10 prospective non-profit or limited dividend developers, to brief them on available State and Federal programs, and particularly on the housing appeals process established by Chapter 774 of the Acts of 1969. The office has provided the "secretariat", including legal counsel, for the Housing Appeals Committee established by that Act, for the one case that has appealed since August 1970. (Two, the only two other appeals received to date, both of them in March 1970, were processed through the Office of the Deputy Commissioner.)

A State Advisory Committee for Community Sponsored Housing, the first of its kind in the nation, was appointed by the Commissioner in September 1970, to assist the Department in the general scope of work of the Office of Community Sponsored Housing. Three meetings of the Committee were held in 1970, providing important inputs to the planned work program and budget of the new office and to the Department's legislative proposals for 1971 in this field.

Office of Volunteer Services

The Office of Volunteer Services houses three major departmental programs and operates through five regional offices in Springfield, Worcester, Lawrence, Fall River and Boston.

The Service Corps

This program is the first and only state-funded "domestic Peace Corps" in the country.

It continues to be the third largest government-sponsored volunteer program in the world.

In 1970 over 1,300 Service Corps volunteers contributed approximately 800,000 hours of service to residents of the Commonwealth with critical human needs through 138 projects.

There are four categories of Service Corpsmen: Full-time volunteers who work at least 30 hours per week and receive a stipend of \$80 per month. Part-time Corpsmen work at least 12 hours a week and are paid expenses. Student Corpsmen work at least 6 hours a week and receive \$12 per month for expenses. Associate Corpsmen work without compensation for a minimum of 2 hours a week. Associates are usually persons with special skills or persons with limited amounts of time such as students and housewives.

In 1970 some \$3,374,000 in federal funds were brought into Massachusetts through the fact of Service Corpsmen providing non-federal in-kind contributions to various anti-poverty grants.

Other unique features include the facts that:

The Service Corps is the only state-funded and state-administered program in Massachusetts which includes the participation of the poor through elected advisory councils. These councils include the Regional Advisory Councils and the State Advisory Council of Service Corpsmen where poor persons participate directly in the decision-making process affecting the volunteer programs. With the addition this year of the Divisional Advisory Council, both the Commissioner and his Deputy have direct access to the healthy and often earthy feed-back of people working directly where the state's programs impact on the residents. The net effect is that Service Corps programs are heavily client-oriented.

The overwhelming majority of full-time volunteers are poor and some 90 per cent are indigenous to the problems with which they are dealing.

The Public Service Intern Program

This program has been primarily concerned with the placing of college Work-Study (Title I O.E.O. funded) students in state agencies.

During the past year the program has moved through a very significant transitional period - from a development stage to a point where now a more comprehensive internship program seeking newer methods and broader aims is emerging. The summer internship program in 1970 ran for approximately eleven weeks placing 210 students from 40 different colleges in a wide variety of state and local agencies. During the winter, 45 students from 13 colleges worked part-time in 22 social service agencies.

As the year progressed, the Public Service Intern Program investigated possibilities for expansion and innovation of its programs. The result was that by January 1971 a large number of highly motivated college students, currently enrolled in schools which sponsor an Independent Study Period, were placed in all types of agencies at no cost to the Department. During the coming year, the Public Service Intern Program will seek alternative sources of funding, will create innovative task force internships, stress the educational component in internship development, and will implement comprehensive training and evaluation techniques.

The VISTA Program

During 1970 the VISTA program provided technical assistance to and supported small agencies in applying for VISTA volunteers and also sponsored and supervised a large number of volunteers ranging from 30 to 100. About 40 per cent of the volunteers have been recruited among low-income neighborhood residents. the VISTA Coordinator worked closely with the regional office of O.E.O. in the selection of job sites and the placement of volunteers. The majority of the programs were concentrated in the areas of housing, health, and community development.

For the future there will be a change in DCA's role in the VISTA program in Massachusetts. Because staffing is now complete at the new regional office of O.E.O. in Boston, DCA VISTA will decrease its sponsoring and supervisory role to a level of approximately 30 volunteers. The Department will now develop with VISTA a career development program for former and present indigenous volunteers in conjunction with the career development efforts of the Office of Volunteer Services.

New Trends

Increasing emphasis has been placed this year on simplifying administrative procedures and increasing the tangible incentives to volunteers - these two areas of concern being critical to the continued success of any volunteer program.

New evaluation and program review techniques have been instituted to improve performance, and increased efforts have been made to assist volunteers in obtaining para-professional jobs with career-ladder opportunities. For example, the New Careers program was run in Boston for former Service Corpsmen, a former volunteer became the Executive Director of the Northern Berkshire Community Action agency, and the contract negotiation process was strengthened to require delegate agencies to further assist volunteers in obtaining paid jobs.

State Economic Opportunity Office

The primary objective of the State Economic Opportunity Office is to provide support services in the form of technical assistance to the 24 Community Action Agencies (CAAs) operating in local communities through the Commonwealth with OEO funds. These include such support functions as attending the monthly meetings of the CAAs board of directors, referring professional people for staff positions, participating in OEO monitoring teams and summarizing funded proposals for approval by the Governor's Office. These functions are provided by the staff of SEOO assigned on a geographic basis to specific CAAs.

The SEOO has also been involved in the objective of mobilization of resources within the state structure. It has secured services for anti-poverty programs from Public Health experts in maternal and infant care, nutrition, health education, community health planning and home care, in addition to involving district office staff in voluntary consultation with Head Start programs. In education, it obtained technical advice in adult education, continuing education and elementary and secondary education, as well as joint planning and evaluation in Follow Through programs. Utilizing the technical knowledge and expertise in other state agencies is an important function for the SEOO and a role which is constantly expanding.

The SEOO develops resources from the private sector as well as the public as another objective. Agencies utilized for example: The Harvard School of Public Health, Polaroid, New England Food and Dairy Council, and the Spaulding - Potter Foundation. At the same time, more and more frequently, many private organizations and individuals turn to the SEOO with the question, "How can we contribute?" Developing these resources and helping them utilize their talents and funds productively has been a top priority item over the past year and will continue to be one during the coming year.

The staffing of the State Economic Opportunity Office consists of a Director, a Field Coordinator, and eight field personnel. In addition to this, it has a clerical staff of four people. The field personnel along with servicing the 24 CAAs already mentioned, also have specialty areas in which they give technical assistance. The specialty areas include: Legal Services, Housing and Model Cities, Head Start, Education, Child Care, Health, Consumer Action, and Aging. In each of the specialty areas, the SEOO does its best to answer all inquiries regarding questions in these areas.

Office of Services to Older Americans

Briefly, the activities of the aging program within the Department of Community Affairs can be categorized and described in the following manner:

Councils on Aging

During the past calendar year, 15 new local Councils on Aging have been legally created by local by-law and/or ordinance. In all cases, the councils were funded by the local community, but the amount was nominal at best. This brings the total number of locally established legal Councils on Aging to 131 from as far as North Adams to the Cape Cod towns of Yarmouth and Dennis.

Regionalization

Because of the outstanding success of the Western Massachusetts Association of Councils on Aging (WAMACA), a program was initiated in this office to form similar regional associations of local Councils. Recently, a new organization, NERCA (Northeast Regional Councils on Aging) was established principally for Essex County councils. Fifteen member councils presently are dues paying members.

Close to organizational status are regional associations in Middlesex County (40 Councils) the South Shore (40 Councils), Cape Cod-Fall River (30 Councils), and Worcester County (18 Councils). Once formed, these organizations independently promote each other and the aging at the local, state and national levels.

Hot Lunch

Presently 23 communities have hot lunch programs for the elderly. While the administration of the program is handled by the Department of Education, the responsibility of explaining and promoting it at the local level belongs to this office. Consequently, the office has been directly involved in the creation of these services with the prospect of many more being part of the program next year.

Grants (Title III)

A severe cut-back in federal funds (\$400,000 to \$218,000) necessitated the cur-tailing of new grant awards for the past year. However, in order to figure the grants management operation for the new expected monies in the future, all ongoing grants have been reviewed and brought up to date concerning new regulations and procedures. Financial and management procedures have, in short, been put in good working order.

Grants (State)

As in the past four years, \$25,000 in small council on aging seed grants were awarded in 1970 to 17 communities ranging from a high of \$5,000 to Somerville to a low of \$500 to several smaller communities. Included in our awards were grants to Springfield, Quincy, Medford and Chelsea where there are high concentrations of elderly people. The grants are starter monies and are usually and hopefully a first step to larger federal or local funding.

Training

Because of the regionalization program, and because of the opportunity to review all community grants, much stress in training local professional people has taken place in the field. The training has as its purpose the better operation of ongoing programs as well as the preparation of people at the local level to encourage and increase the concern of the communities for their elderly.

Senior Centers

Through grants and staff instigation, there are now 54 communities that have Senior Center Programs around the state. While there appears to be a decrease in the growth of senior centers per se (being replaced by schools and other public buildings), the present ones are in operation and seem to be well established in the communities.

Project CREATE

Project CREATE's primary function is that of providing basic counselling services to individuals in the development or expansion of existing businesses and to potential owners of new businesses in the New Bedford area. Emphasis is placed on the stimulation of those businesses contemplated or operated by low income and/or minority persons, especially in declining neighborhoods. Feasible proposals are given detailed and critical analyses and direct staff action is taken to assist applicants in obtaining management aid, job training, assistance in development of new jobs, and financing. Some of the techniques used to implement project objectives are: Person-to-person and group counseling; seminars; workshops, and services of volunteer businessmen and professionals. CREATE serves as a coordinating agency for federal, state and local resources. Its goal is the development and expansion of business and resulting employment. The program has attempted to utilize all available facilities in the region. It is felt that the effect of many small businesses properly operated, can have the same impact on the community as more sizeable industries.

The prime activity of the program is management assistance. The loan assistance program serves in conjunction with the management function and permits feasible propositions to be developed.

Domestic Action Program

The Domestic Action Program was initiated on a pilot basis in the Commonwealth at the request of Senator Edward W. Brooke. Through the use of federal and private monies the Department of Community Affairs administered the summer-long camps at Fort Devens, Westover Field and Otis Air Force Base. Additional Department of Defense programs are being run entirely by military personnel at Hanscom Field and the Boston Navy Yard. The camp experience is intended to draw disadvantaged youths from depressed urban environments to serve as staff members and campers between the months of June and September. The Department of Defense has offered base facilities as well as assistance in coordinating programs. The campers are involved with sports and recreational activities, arts and crafts, educational courses and vocational training.

The camps provided classes in English, History, Arts and Crafts as well as recreational activities such as swimming, boating, camping and other sports. The military personnel provided tours around the installations.

21,000 youths had an opportunity to participate in either the week-long day or overnight camp.

The program received funds from: Federal agencies, HEW, OEO, Department of Agriculture, Department of Labor, the State Department of Education. Some of the private contributors were: United Community Services, Permanent Charity Fund, Raytheon Company, New England Tel & Tel, Cabot Foundation, Boston Edison, State Street Bank & Trust Company, Corporate Finance, Eastern Gas & Fuel Company, National Shawmut Bank, First National Bank of Boston, USM Corporation.

Migrant Education Project

The year 1970 was the second year of full year-round operation with programs for in-city migrants and seasonal farm workers. Refunded at \$50,000 above the previous year, programs continued in the northeast and southeast, and began in the Connecticut Valley (western) region.

For the first part of the year, primary attention of the in-city program continued to be on the job placement and the broad educational and community support services needed to help hold these jobs and stabilize the economic and social base of the migrant and non-English community. From January through December 1970, 713 people left the unemployment rolls, and were referred to vocational or training programs or obtained upgraded jobs, and this happened in two cities considered disaster areas by the U. S. Dept. of Labor. In total, approximately 8,365 people participated in some aspect of the program: in English, nutrition, or pre-school classes, vocational counseling, school immunization, health and dental clinics or received assistance in coping with local public service agencies.

Contacts were initiated with the regional Dept. of Labor to conduct in two target cities a long-term Action/Research Study. This survey serves at least two purposes: to determine the characteristics of the Spanish and Portuguese labor markets, and, in particular, the characteristics of those who have been recent farm migrants. The results are tentatively scheduled for release around the end of January 1971.

With the beginning of the growing season, more attention was given to the farms themselves. In conjunction with the Department of Education, more than 103 farms, and some 1,230 migrant workers were contacted or surveyed. Some 14 per cent of these men participated in English, civic education classes, or recreational activities. (This is in the eastern region alone. During the summer, some 1,300 workers were served or surveyed in the Connecticut Valley by the Migrant Health Project which is not funded through this Department).

Among the major developments having implications beyond and for the seasonal farm workers and Spanish-speaking population of Massachusetts are two things:

The formulation of Regional Coalitions of Migrant (III B) grantees, with the ultimate goal of a National Coalition, is beginning to function as a means of exchange in program information - thus aiding all recipients - as a means of organized policy making with respect to private interests such as farm labor organizations, and as a lobby to national and state legislatures and government agencies. Massachusetts is aligned in the Eastern/Midwestern Migrant Coalition with the Illinois, Indiana, Missouri, Ohio, Wisconsin, New Jersey, Pennsylvania and Nebraska states.

Through the sponsorship of the Regional Council of Federal Agencies (OEO, HUD, DOL, DOT, HEW), a Spanish-speaking Regional Institute has been formed, with representation from the six New England states, through which funds for programs affecting the Spanish-speaking will be funded. Certain staff and Board members participate actively in the growth of this Institute for both personal and programmatic reasons; personal because their own communities will benefit; programmatically, because funding source limits us to working in rural farm areas, but because there are significant and growing numbers of Spanish-speaking leaving Puerto Rico, other states or neighboring farms, to live in Massachusetts cities and towns.

As of December 31, 1970 the Migrant Program per se envisions a different course of action than during the two preceding years. Efforts are now and will be concentrated on reaching 75 per cent of the migrant farm workers in Massachusetts. This does not mean, however, that the program will disappear to the farms for two to three summer months. The growing season in Massachusetts begins as early as March and ends as late as November, depending on the crop. During the winter months there are some who will move into the city from farms in New Jersey, New York, Connecticut and Massachusetts, or who will decide not to return home to Puerto Rico, and who may or may not return to a farm. The program will be there to help.

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